

JUSTIFICATION OF PROGRAM AND PERFORMANCE

Activity: Park Management
Subactivity: Visitor Services

Program Components	1999 Estimate	Uncontr/ Related Changes	Program Changes (+/-)	2000 Budget Request	Change From 1999 (+/-)
A. Interpretation and Education	123,106	3,755	+3,583	130,444	+7,338
B. Law Enforcement and Protection	85,675	817	+1,425	87,917	+2,242
C. Visitor Use Management	20,227	579	+3,498	24,304	+4,077
D. Health and Safety	16,929	512	-2,036	15,405	-1,524
E. United States Park Police	50,619	1,126	+2,661	54,406	+3,787
F. Concessions Management	7,002	208	+120	7,330	+328
Total Requirements \$(000)	303,558	6,997	+9,251	319,806	+16,248

AUTHORIZATION

16 U.S.C. 1	The National Park Service Organic Act
16 U.S.C. 1a-6	The General Authorities Act
16 U.S.C. 20-20g	The National Park Concessions Policies Act of 1965
29 U.S.C. 794, section 504	Rehabilitation Act of 1973, as amended
42 U.S.C. 9601 <u>et seq.</u>	The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended
Public Law 105-391	The National Parks Omnibus Management Act of 1998

OVERVIEW

National park areas have long been favorite and inexpensive destinations for millions of Americans as well as people from around the world. It is estimated that there were 288 million recreation visits to America's national parks in 1998. In fulfillment of the NPS mission to make America's national parks available for public enjoyment and inspiration, the Park Service provides an array of activities, opportunities and visitor services that will allow the public to use and enjoy the National Park System safely and with minimum impact to resources. Moreover, by forging emotional and intellectual bonds and recreational ties, people take greater responsibility to protect their heritage and ensure that the resources will be passed on to future generations. The NPS **Visitor Services** subactivity includes six program components -- Interpretation and Education, Law Enforcement and Protection, Visitor Use Management, Health and Safety, United States Park Police, and Concessions Management -- which are described in detail in the following pages.

APPLICABLE NATIONAL PARK SERVICE MISSION GOALS

- Ia Natural and cultural resources and associated values are protected, restored and maintained in good condition and managed within their broader ecosystem and cultural context.
- Ib The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.
- IIa Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.
- IIb Park visitors and the general public understand and appreciate the preservation of parks and their resources for

Park Management/Visitor Services

this and future generations.

IIIa Natural and cultural resources are conserved through formal partnership programs.

IIIb Through partnerships with State and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers, and trails provides educational, recreational, and conservation benefits for the American people.

IIIc Assisted through Federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreation use.

IVa The National Park Service uses current management practices, systems, and technologies to accomplish its mission.

Performance Goals

Long-term Goal IIa1	By September 30, 2002, 95% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.
Annual Goal IIa1	By September 30, 2000, maintain 95% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

Visitor Services Performance Information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Percentage of park visitors satisfied with appropriate facilities, services, and recreational opportunities.	98%	95%	95%

A performance indicator that is applicable to all program components of the Visitor Services subactivity is how visitors rate the overall quality of services and recreational opportunities provided at NPS units. The goal is to maintain a 95 percent overall rating for visitor satisfaction with NPS services.

One mechanism for determining how well the NPS is serving the public and meeting this goal is through findings of the NPS Visitor Services Project. The Service, in cooperation with the Cooperative Park Studies Unit at the University of Idaho, has been conducting customer satisfaction surveys at various NPS units since 1982, with the objective of using the data to improve service to park visitors. The twelve activities included and rated in the visitor services survey include: park personnel, visitor centers, directional signs, restrooms, campgrounds, picnic areas, ranger led/conducted programs, exhibits, park brochures, lodging, food services and gift shops. These functions serve as viable indicators of NPS performance in serving its primary customers, park visitors. In FY 1998 and FY 1999, to meet the Park Service's GPRA goals, all 378 park units will conduct a customer service evaluation. In addition, ten visitor service project surveys will be conducted to collect in-depth visitor information to determine policy issues, gauge visitor use trends, and determine the current visitor needs. A year-end report will be generated that will suggest areas of service improvement.

A. Interpretation and Education

FY 1999 Estimated Program and Anticipated Accomplishments

Enacted: \$123,106,000

The Park Service has determined that personally conducted interpretive and education park programs and services, presented by a staff of trained professional rangers, are the most effective means by which to impart information. Personal contact also encourages visitor behavior which minimizes impacts on park resources. To meet other needs, the Service also offers visitors a variety of non-personal services and facilities such as information and orientation publications, self-guiding trails and tours, and wayside and interior exhibits for visitors. The intended outcome for these programs is that park visitors and the general public understand and appreciate the significance of preserving park resources for this and future generations. The Interpretation and Education program contributes to meeting performance goals IIa1: Visitor Satisfaction and IIb1, Visitor Understanding and Appreciation.

Park Management/Visitor Services**Performance Goals**

Long-term Goal IIb1	By September 30, 2002, 65% of park visitors understand and appreciate the significance of the park they are visiting.
Annual Goal IIb1	By September 30, 2000, based on the FY 1998 baseline, set target that 62% of park visitors understand and appreciate the significance of the park they are visiting.

Interpretation and Education Performance information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Percent of park visitors that understand and appreciate the significance of the park they are visiting	60%	60%	62%

Information and Orientation Services

In FY 1999, the Park Service continued to provide a wide range of services to encourage greater participation and support by the visiting and non-visiting public. Park visitors are provided with basic information and orientation services to ensure a safe, enjoyable visit and to minimize visitor-related resource damage. As a result, visitors develop an appreciation and understanding of the meaning of park values and over time can lead to active stewardship of park resources. Information is provided through numerous activities: conducted tours and talks, roving assignments, campfire programs, uniformed personnel at visitor centers, self-guiding trails, exhibit displays, and park publications. Through the Park Service's World Wide Web magazine, "*ParkNet: The NPS Place on the Web*," the agency is reaching a broader audience. This is particularly useful for those unable to visit parks. With over two million visits a month, *ParkNet* (<http://www.nps.gov>) is one of the most visited Federal sites available on the World Wide Web.

Information and Orientation Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of recreational visits	288 million	288 million	293 million
Number of visitor contacts	141 million	143 million	145 million
Number of hours of interpretation and education programs	91 million	93 million	95 million

Cultural and Recreational Demonstrations

Cultural demonstrations strive for high professional standards in order to present an accurate depiction of historical events, such as costumed history programs, living farms, craft demonstrations, and performing arts programs. Recreational demonstrations teach specific skills and emphasize safety in areas such as climbing, fishing, backpacking and snowshoeing.

Personal Service Programs Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Visitors at information and orientation center	70 million	72 million	74 million
Visitors attending guided tours	7 million	7.2 million	7.4 million
Visitors attending talks and campfires	6 million	6.2 million	6.4 million
Visitors attending cultural demonstrations	1.9 million	2 million	2 million

Park Management/Visitor Services

Visitors attending recreation demonstration	.5 million	.5 million	.5 million
Visitors attending performance arts program	1.3 million	1.3 million	1.3 million
Visitors attending formal education programs	.8 million	.9 million	1 million
Visitors attending special events	4.8 million	5 million	5 million

Parks as Classrooms

In FY 1999, the Parks as Classroom Program continued to emphasize cooperative education programs that combine park settings with classroom study. "Parks as Classrooms" is an interdisciplinary program that provides opportunities for school children, adult education groups, and teachers to use park study areas and other facilities to enhance personal understanding of critical resource issues and encourage appreciation of our National Park System. The program fosters lifelong learning and encourages citizen stewardship of America's natural and cultural heritage. Programs are directed toward the community, are locally driven, and are developed through cooperative efforts between schools, communities, and foundations. Programs are presented within national park areas, at schools, and at community organizations near parks. These park-based activities are funded by a Servicewide program.

Parks as Classrooms Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of projects requesting funding and amount of total request	115 projects \$1.1 million	120 projects \$1.4 million	125 projects \$1.5 million
Number of projects funded at current level	65	54	70

Servicewide Media Program

The Servicewide Media Program supports the interpretive and educational functions by providing high quality media that is specific to each park site and is consistent with the mission of the National Park Service. It is coordinated by the Harpers Ferry Center located in Harpers Ferry, West Virginia.

Exhibits inside museums and visitor centers, and outdoors along roads and trails, provide an efficient cost-effective method for the NPS to inform and educate millions of visitors each year on the history, significance, purpose, regulations, safety considerations, policies, programs and services within the National Park Service.

Periodically, interpretive media needs to be replaced due to: (1) obsolete content, design and material, (2) new interpretive subject matter, (3) changing visitor needs and/or park goals, (4) change in park boundaries, and (5) media that has reached the end of its useful life due to vandalism, fading, abrasion and wear and tear from visitors -- generally ten to fifteen years. In FY 1998, completed projects included 972 wayside exhibits.

A program goal for Harpers Ferry Center is to increase efficiency by 20 percent by the year 2002. New technology which has been incorporated into exhibit production will significantly decrease the cost and time it takes to produce exhibits in 1999. The center is currently establishing points of contact in the parks and Regional Offices for the purpose of coordinating park projects and improving the method of cost estimating.

Servicewide Media Program Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of new indoor exhibits	10	16	18
Number of new wayside exhibits	972	988	1,037

Park Management/Visitor Services

Number of new audiovisual programs	47	76	81
Number of folders produced/distributed	25,389,800	25,780,000	26,000,000
Number of new historic furnishings	6	9	11
Number of objects restored/treated	1,223	900	1,000

The National Council for the Traditional Arts

The National Council for the Traditional Arts (NCTA), funded at \$175,000 in FY 1999, provides expert advice and technical assistance to NPS sites which are mandated to interpret traditional American arts and cultures. The council's activities include researching, identifying, documenting, and interpreting American cultural traditions and resources associated with specific NPS areas, and assisting the NPS in the planning and presentation of festivals and interpretive programs which include traditional music, dance, and arts and crafts directly related to a park's interpretive mandate. In addition to providing major annual assistance for the Lowell National Historical Park Folk Festival, the 4th of July American Roots musical program on the National Mall, and the Blue Ridge Parkway's interpretation of American musical history, the NCTA will continue to work with NPS units such as New Orleans Jazz National Historical Park and Cane River Creole National Historical Park on a request basis to research, record, and produce interpretive materials related to traditional and historical American arts and culture.

Spanish Colonial Research Center

The Spanish Colonial Research Center was established in 1986, in Albuquerque, New Mexico, in cooperation with the University of New Mexico, to develop and maintain a database of historical Spanish colonial archival materials and to assist in the research and development of these programs at NPS areas associated with Spanish Colonial history.

The Spanish Colonial Research Center research function focuses on the collection and inventory of Spanish Colonial documents, translation of documents, and the performance of historical research studies. The center's resources and expertise support the following activities:

- Historical manuscript pages, maps, architectural plans, documentary transcriptions, publications, and a comprehensive index of Spanish Colonial America are used by the NPS Spanish Colonial heritage sites, the Harpers Ferry Center, the Denver Service Center, Intermountain Support Office -- Santa Fe, and the Long Distance Trails Group Office -- Santa Fe, for national historical landmark studies, new area studies, and national trails designations.
- Materials are also used by sister agencies such as the U.S. Fish and Wildlife Service, U.S. Forest Service, Bureau of Land Management and others to develop publications and interpretive programs for training, and to improve the overall quality, study, knowledge, appreciation and understanding of this important facet of our national heritage.
- The center produces Spanish-English translation of publications and correspondence for the NPS and other agencies. One of its main objectives is to standardize Spanish language translations in the National Park Service for use in exhibits, publications, planning documents, interpretation and other uses.

In FY 1999, the center will undertake an in-house research project dealing with Spanish Colonial cartography in North America. The purpose of the project will be to provide analysis of the information presented in Spanish Colonial projections as well as some biographical information related to the cartographers themselves. Within the purview of the study, some information, when available, will be presented regarding flora and fauna.

The Spanish Colonial Research Center program supports the achievement of performance goal IIa: Visitor Satisfaction, and performance goal IIb: Visitor Understanding and Appreciation. The collection and transcription of Spanish

Park Management/Visitor Services

Colonial documents contributes to the knowledge and understanding of Hispanic heritage. Spanish language translations provide linguistic accessibility for Spanish-speaking visitors to a given park and increase their enjoyment and understanding of the significance of the park's resources. The Spanish Colonial Research Center's historical research studies result in analytical studies about cultural landscapes, historic structures, and ethnographic resources particularly dealing with Spanish Colonial sites.

Spanish Colonial Research Center Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Inventory of maps, architectural plans, sketches	45 maps	45 maps	45 maps
Number of pages of transcriptions, translations, and copies of archival documents	25 translation projects for NPS parks, Harpers Ferry Center, and sister agencies; 1,200 pages of transcribed documents	10 translation projects; 1,200 pages of transcribed documents	10 translation projects; 1,200 pages of transcribed documents
Number of pages that have been analyzed and indexed for retrieval purposes	850 pages	850 pages	850 pages
Research projects	Old Spanish Trail Las Trampas NHL; Camino Real de los Texas;	Study of Spanish Colonial cartography of North America and its relation to NPS sites	Bibliographic study of the Spanish Colonial Heritage sites in the NPS

Park Management/Visitor Services

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ Interpretation and Education \$(000)	130,444	+3,583
The FY 2000 request for Interpretation and Education is \$130.444 million, which represents a net increase of \$7.338 million over the FY 1999 enacted level. The FY 2000 proposed programmatic increase of \$3.583 million to Interpretation and Education activities includes:		
	\$(000)	
▪ Presidio Transition	-440	
▪ Park Base Operations Increase	3,373	
▪ Conservation Education Program	500	
▪ Trails and Rails Partnership Program	150	
Total	3,583	
Justifications for these increases are included at the end of this subactivity's presentation.		

B. Law Enforcement and Protection
FY 1999 Estimated Program and Anticipated Accomplishments

Enacted: \$85,675,000

Visitor and employee safety is a priority function within parks and integral to fulfilling the National Park Service's mission to provide for the public enjoyment of the national parks. The Park Service addresses visitor and employee safety through a proactive program of law enforcement conducted by park rangers, with investigative assistance from criminal investigators located in those areas with a history of high levels of felony crimes. Although national parks remain safe places for the majority of visitors, crimes against persons and property, and urban gang activity within the parks has been on the rise. As a mandate of its authority and jurisdiction, the National Park Service is required to enforce all Federal laws and regulations within park units.

Park rangers perform demanding law enforcement and resource protection activities including drug enforcement (primarily interdiction activities at NPS border parks) and eradication, traffic control, watercraft and aircraft-supported enforcement activities, criminal investigations, and wildlife enforcement activities. In addition, rangers also participate in drug education programs; as many as 70 park rangers participate in Drug Abuse Resistance Education (DARE) programs in schools across the country.

Background Investigations. Background investigations are required for all new commissioned employees and must be updated every five years. Prior to FY 1998, parks funded this requirement out of base funding, but this severely strained budgets not designed to absorb this cost. Background investigations for new permanent employees cost approximately \$2,775 per investigation. Periodic reinvestigations cost approximately \$1,000. In FY 1999, funds were provided to the NPS to conduct background investigations.

Anti-terrorism. The NPS utilizes commissioned law enforcement park rangers and other Federal, State and local law enforcement authorities and organizations to assist in providing security and protection for park resources and the visiting public. Special anti-terrorism funding provides for additional, specialized law enforcement rangers, surveillance equipment and system maintenance, metal detectors and X-ray machines, security locks, building safety

Park Management/Visitor Services

surveys and security improvements, equipment repair contracts, telecommunications operators, and security costs payable to the General Services Administration. Ongoing park ranger anti-terrorism activities include: (1) protection of monuments and buildings owned and managed by the National Park Service, (2) providing law enforcement assistance in accordance with memorandums of understanding and interagency agreements with various Federal, State, and local agencies regarding terrorist acts and threats, (3) providing law enforcement services to dignitaries and foreign heads of State who arrive in Washington, D.C., NPS Regional Offices, and other national park sites, and (4) providing day-to-day protection for park resources and nearly 300 million visitors annually. In

FY 1999 an additional \$2.3 million was provided in a separate supplemental appropriation for this activity at three park units; \$1.516 million of the total is recurring.

Reducing Violent Crime. The NPS focuses on reducing violent crimes in our national parks by increasing the use of surveillance systems, information gathering, and local patrols. The NPS focuses on combating drug use and production on NPS lands by increasing counter-drug activities. In addition, gang activity has become a law enforcement problem in several parks.

In FY 1999 and FY 2000, Park Service law enforcement personnel will support the achievement of performance goals IIa1 and IIa2: Visitor Satisfaction and Visitor Safety by increasing security in urban parks and monuments and reducing the visitor accident rate. This will be accomplished through increased contacts/communications with visitors, better technology, and more effective use of personnel and other resources.

Performance Goal

Long-term Goal IIa2	By September 30, 2002, reduce visitor safety incident rate by 10% from the NPS five-year (1992-1996) average.
Annual Goal IIa2	By September 30, 2000, reduce visitor safety incident rate by 7% from the NPS five-year (1992-1996) average.

Law Enforcement and Protection Performance Information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of traffic incidents	52,650	52,500	52,000
Percent reduction in visitor safety incidents	3%	5%	7%

Law Enforcement and Protection Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of recreational visits	280 million	285 million	290 million
Number of commissioned rangers			
Permanent Positions	1,535	1,524	1,524
Part-time Positions	610	600	550
Number of law enforcement incidents	74,875	71,000	70,500
Number of natural resource violations	13,350	12,500	12,000
Number of search and rescue missions (and costs incurred by NPS)	6,642 (\$2.1 million)	5,700 (\$2.1 million)	5,500 (\$2.1 million)
Number of emergency medical incidents	28,400	27,750	26,750

Park Management/Visitor Services

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ Law Enforcement and Protection \$(000)	87,917	+1,425
The FY 2000 request for Law Enforcement and Protection is \$87.917 million, which represents an increase of \$2.242 million over the FY 1999 enacted level. The FY 2000 proposed programmatic increase of \$1.425 million to Law Enforcement and Protection activities includes:		
	\$(000)	
▪ Park Base Operations Increase	1,275	
▪ Continuity of Operations Planning	150	
Total	1,425	
Justifications for these increases are included at the end of this subactivity's presentation.		

***C. Visitor Use Management
FY 1999 Estimated Program and Anticipated Accomplishments***

Enacted: \$20,227,000

The National Park Service provides and manages a number of activities which complement its interpretive and educational programs in fulfillment of its mission to provide public appreciation and enjoyment of our national parks. The Service provides supervision of recreational activities by stationing park personnel at principal recreation areas such as take-off points for mountaineering and caving, boat launch areas, trailheads, campgrounds, horseback riding areas, ski areas, and beaches. Visitors are advised as to the proper use of facilities and the equipment required for the enjoyment of these areas, how to minimize resource impacts, and are kept abreast of weather developments that could have an impact on the safety and enjoyment of an activity. Park personnel also coordinate organized recreational activities such as softball leagues at urban parks and provide guidelines and regulations for the growing air tour industry. Other functions include visitor transportation systems, air tour planning and management, visitor accessibility, and the recreation fee program.

Visitor Transportation Systems (VTS)

Visitor transportation systems in the national parks are operated by the Park Service and by concessioners. Although these systems enhance visitor experience by reducing traffic and parking problems, transportation systems also minimize visitor impacts on fragile natural resources, help avoid costly improvements to roads and parking areas which would be required to accommodate heavy automobile use safely, and provide the only means of access to certain units of the National Park System. At Grand Canyon National Park for example, personal vehicles are prohibited on the West Rim Drive during the peak visitor season and visitors must use the visitor transportation system for motorized access to this portion of the park. Denali National Park and Preserve also is dependent on its two VTS operations as the primary means of visitor access to the park during certain periods of the year.

At present, the Park Service operates visitor transportation systems in the following parks: Bryce Canyon National Park, Utah; Cape Cod National Seashore, Massachusetts; Carl Sandburg Home National Historical Site, North Carolina; Denali National Park and Preserve, Alaska; Dinosaur National Monument, Colorado; Eugene O'Neil National Historic Site, California; Fort Matanzas National Monument, Florida; Harpers Ferry National Historical Park, West Virginia; Grand Canyon National Park, Arizona; Kennesaw Mountain National Battlefield Park, Georgia; Lyndon B. Johnson National Historical Park, Texas; North Cascades National Park, Washington; Point Reyes National

Park Management/Visitor Services

Seashore, California; Pinnacles National Monument, California; Redwood National Park, California; and Rocky Mountain National Park, Colorado.

Concessioner systems at 23 park units range from large systems providing general visitor transportation in Yosemite National Park, Denali National Park and Preserve (an existing transportation system different from the NPS-operated system discussed above) and the monumental core area of Washington, D.C., to small systems providing specialized services to a limited number of visitors at other park units.

Waterborne visitor transportation systems, boat rentals, and river running operations are provided by concessioners at 35 parks. The Statue of Liberty ferry system is one of the larger waterborne systems serving a national park area. Many of the remaining parks have very small concession operations offering water transportation or boat rental.

Air Tour (Commercial Overflight) Planning and Management

During FY 1999, the Federal Aviation Administration (FAA) put into effect a new rule to regulate, in cooperation with the National Park Service, air tourism over national parks. (Ongoing rulemaking and legislative development largely mirrored the recommendations of the National Parks Overflights Working Group, a joint NPS/FAA advisory group comprised of both environmental and aviation interests.) Putting new rules into effect is accomplished either through the regulatory process or through the legislative process. In either case, the rule requires the NPS and the FAA to jointly develop air tour management plans (ATMPs) at each of the 30 to 50 parks where air tourism is thought to occur. Since ATMPs are a standard approach to planning based on the National Environmental Policy Act (NEPA), each plan requires completion of an environmental impact statement or an environmental analysis. This is a major workload for effected park units; included in the plans is baseline acoustic monitoring and an array of technically and scientifically difficult questions. The NPS used funding (\$200,000) made available in FY 1999 to begin setting up an office and to develop the procedures and technical guidance needed by parks in this process. Limited technical assistance was provided to parks that began this process in FY1999, including the development of baseline acoustic information. The NPS office is a counterpart to the office set up by the FAA in its Western Regional Office, Los Angeles, California, for air tour management planning purposes.

Accessibility Management Program

Federal laws and regulations require that all Federal buildings and facilities, and all programs and activities provided be accessible to, and usable by, persons with disabilities. The Park Service maintains an aggressive Accessibility Management Program the goal of which is to ensure that the Nation's 54 million citizens with a disability have access to the full range of opportunities and experiences available in the national parks, as is practicable, in conformance with Federal laws, regulations, standards and NPS policy.

The Accessibility Management Program oversees monitoring, coordination, continuing education, and technical assistance. The program focuses on strategies to assure that: (1) plans are developed to identify actions needed to provide appropriate access, (2) when facilities are designed, constructed, and renovated they are in compliance with the most current and accepted standards and codes, (3) all interpretive programs, experiences, and opportunities provided in the parks afford people with disabilities equal benefits, and (4) optimum levels of access are provided while at the same time issues of preservation and protection of the resources are maintained.

The National Center on Accessibility (NCA) was established in cooperation with Indiana University's Department of Recreation and Park Administration to provide continuing education, technical assistance, and research and demonstration projects to park managers and other staff on providing equal access for visitors with disabilities. In recent years, NCA accomplishments have included: (1) providing training in accessibility to over 2,000 park and recreation professionals including architects, landscape architects, historic preservationists, engineers, interpreters, maintenance personnel, and employment specialists, (2) providing seminars on access for visitors with disabilities to trails, historic sites, beaches, boating, and playgrounds, (3) establishing a telephone helpline to provide up-to-date technical advice to park and recreation professionals seeking to solve access problems, (4) conducting research on the

Park Management/Visitor Services

methods and techniques for improving access to trails, beaches, historic sites and other outdoor areas, and (5) providing specialized training and technical assistance for other agencies including the Bureau of Indian Affairs, U.S. Fish and Wildlife Service, Bureau of Land Management, Tennessee Valley Authority, the National Aeronautics and Space Administration, the U.S. Forest Service, and State departments of natural resources. During FY 1999, National Center on Accessibility projects include the following:

- *Coursework:*
 - A minimum of three core training programs to provide increased knowledge, skills and abilities to enable managers to identify accessibility barriers and to program appropriate and cost-effective solutions to correct them.
 - Two 2-day courses to address accessibility related issues at historic sites and on trails. Most courses are designed to accommodate up to 50 people but class size vary based on the course offered.
 - Four courses provided to agencies that have contracted through the NCA Training Partners program to tailor a training course to their organization.
 - A course to instruct NPS personnel as onsite facilitators for future distance learning education courses.
- *Technical assistance materials:*
 - Quarterly newsletters to share ongoing information regarding accessibility to over 4,500 people working in the fields of parks, recreation and tourism.
 - Informational brochures and fliers relating to specific access issues.
 - A technical assistance telephone and electronic mail help-line to enable park and recreation professionals to obtain technical advice and information to appropriately resolve access questions before they become the subject of official complaints and grievances. In FY 1999, due to the increased attention to accessibility, this help-line is expected to serve over 1,500 requests.
 - NCA homepage on the Internet which provides information on the center's activities and services.
- *Research projects:*
 - Research projects with other agencies and organizations that assist park and recreation professionals in finding better ways to provide the highest level of accessibility, while also protecting the fundamental nature of the outdoor recreation environment.
 - Analysis and distribution of the results of a survey conducted to determine the recreation participation patterns and desires of a cross-section of disabled citizens.
 - Study of outdoor trail design and its impact on disabled users.
 - Research update on access to beaches.
 - Development of accessible interpretive signage.

Park Management/Visitor Services

Accessibility Management Performance Information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Number of training programs offered	10	10	8
Number of individuals trained	422	450	400
Number of individuals requesting technical assistance	1,500	1,700	1,900
Number of individuals receiving National Center on Accessibility newsletter	4,500	4,700	4,900

Recreation Fees

The National Park Service collects a variety of admission and use fees. Fee receipts are estimated at over \$140 million in FY 1998. Since FY 1998, most of the costs incurred in collecting these fees have been paid from the National Park Renewal Fund or the Fee Collection Support account, both of which are described in detail in the "Recreation Fee Permanent Appropriations" section of this document. Funds previously used for fee collection from the Operation of the National Park System appropriation are proposed for reprogramming for other park uses in FY 1999. Beginning in FY 2000, it is the intention of the Park Service to only fund program oversight from this appropriation. An increase for this purpose is detailed at the end of this subactivity's presentation.

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ Visitor Use Management \$(000)	24,304	+3,498
The FY 2000 request for Visitor Use Management is \$24.304 million, which represents an increase of \$4.077 million over the FY 1999 enacted level. The FY 2000 proposed programmatic increase of \$3.498 million to Visitor Use Management activities includes:		
	\$(000)	
▪ Park Base Operations Increase	198	
▪ Air Tour (Overflight) Planning and Management	800	
▪ Recreation Fee Program Management	2,500	
Total	3,498	
Justifications for these increases are included at the end of this subactivity's presentation.		

D. Health and Safety***FY 1999 Estimated Program and Anticipated Accomplishments***

Enacted: \$16,929,000

The National Park Service has a responsibility to maintain a safe and healthful working environment, promote safe work practices, and provide a safe recreation experience for visitors. This undertaking requires an extensive, multi-faceted program that encompasses all employee and visitor activities. The National Park Service staff includes professional risk managers, an occupational safety and health specialist, and a data manager who provides a

Park Management/Visitor Services

comprehensive risk-management program for all units of the National Park System. The Park Service also program funds to maintain minimum levels of preparedness to respond to emergency situations.

Risk Management

The goal of the Risk Management Program is to provide NPS managers with the advice, assistance, and guidelines necessary to manage employee and public safety, and workers' compensation cases. The NPS has set zero employee accidents as the Service's policy and ultimate safety goal.

Desired outcomes include elimination of all preventable employee accidents; reduction of workers' compensation costs to the lowest level possible; compliance with applicable health and safety standards; and a condition wherein visitors are able to avoid known hazards of the recreation environment.

Risk management activities include developing and coordinating program policies and guidelines; assisting management to comply with 29 CFR, part 1960; identifying, evaluating, and controlling health hazards in the working environment that may cause illness or injury to employees; developing and analyzing statistics to identify trends and sources of accidents; and developing strategies for reducing workers' compensation costs. The strategies to accomplish these objectives include:

- The reduction of employee accidents/illnesses which will be addressed through Servicewide training in FY 1999 and FY 2000, in order to improve the ability to identify safe and unsafe behavior, instill a willingness of employees to address and improve this behavior in both themselves and their co-workers, and develop a long-term program that will address unsafe work practices.

In FY 1999, funds were provided to fund a workers' compensation program that would achieve an overall reduction in workers' compensation costs. This program provided assistance and training to park and central office workers' compensation program case managers to enable them to better serve injured employees and to assist them in returning to work; funded a position to develop an investigative contract to manage possible fraudulent claims; and provided assistance in the form of partial funding of full time Regional level Office of Workers' Compensation Programs coordinators.

In FY 1999, \$800,000 was provided to develop risk management programs in parks that either had no safety program or an ineffective one. This was accomplished by using several outside contractors which were matched with parks that would best relate to their particular program focus.

Performance Goals

Long-term Goal IIa2	By September 30, 2002, reduce the visitor safety incident rate by 10% from the NPS five year (1992-1996) average.
Annual Goal IIa2	By September 30, 2000, reduce the visitor safety incident rate by 7% from the NPS five-year (1992-1996) average.
Long-term Goal IVa6	By September 30, 2002, reduce by 50% from the NPS five-year (1992-1996) average, the NPS employee lost time injury rate and reduce the cost of new workers' compensation cases (CPO) by 50% based on the NPS five-year (1992-1996) average cost.
Annual Goal IVa6	By September 30, 2000, reduce by 30% the NPS employee lost time injury rate based on 5 year (1992-1996) average and reduce by 30% the cost of new workers' compensation cases (COP) based on 5 year (1992-1996) average.

Park Management/Visitor Services

Risk Management Performance Information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Percent reduction of employee lost time accidents	Establish Baseline	5% reduction of baseline average	7% reduction of baseline average
Percent reduction of the cost of new workers' compensation cases (COP)	Establish Baseline	10% reduction of baseline average	30% reduction of baseline average

The NPS is actively pursuing partnerships with private corporations for assistance with risk management programs. The Service is currently cooperating with Georgia Pacific, International Paper, and Dupont Corporation (companies that are credited within their respective industries with the best safety practices) for guidelines, practices, etc., regarding employee safety that can be applied to NPS operations.

Public Health Program

Since 1955, the NPS has had an agreement with the U.S. Public Health Service, Centers for Disease Control and Prevention, whereby public health officers have been detailed on a reimbursable basis to manage and support the NPS public health program. The officers -- engineers and sanitarians -- are assigned to NPS headquarters, field directorate and system support offices where they serve as public health advisors to parks.

The program provides support on a broad range of public health concerns that can affect park employees and visitors. Included are waterborne diseases (e.g., giardia and cryptosporidium), foodborne diseases (e.g., salmonella and shigella), animal transmitted diseases (e.g., plague and hantavirus), person-to-person transmitted diseases (e.g., tuberculosis and AIDS), diseases caused by toxic chemicals (e.g., lead and asbestos) and diseases caused by hazardous physical agents (e.g., noise and ionizing radiation (radon)). Public health officers perform a number of functions, including the following.

- Perform regular health risk assessments of facilities and operations located at parks, special events, living history programs and Job Corps facilities. Included are more than 700 drinking water systems, 1,000 wastewater systems and more than 1,000 food service operations. Also included are guest housing and recreational facilities such as swimming pools and gymnasiums. During these visits, public health officers also evaluate these facilities and operations for compliance with Federal, State and local environmental and public health requirements.
- Recommend appropriate corrective actions to eliminate and/or control any identified health or noncompliance problems/concerns present in park areas.
- Provide technical public health assistance on request (onsite, telephone and cc:mail). Areas and expertise of support include food safety, potable water, wastewater, lodging, vectorborne diseases, Job Corps, daycare centers, recreation, hazardous waste operations, and occupational health.
- Provide training to park staff and concession employees on the safe and legal operation of facilities including food service, water treatment, wastewater treatment and disposal, and swimming pool operations.

The public health program also provides written and electronic media information to park employees and visitors on such diseases as hantavirus, lyme disease, plague, giardia. In FY 1998, the NPS provided onsite public health support to 240 park units and provided technical support on request to 150 park units in support of performance goal IIa1. The program also will provide training to 500 NPS personnel, develop three new public health brochures, and translate three brochures into Spanish and make them available on the public health website.

Public Health Program Workload Factors	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
---	---------------------------	-----------------------------	-----------------------------

Park Management/Visitor Services

Number of health risk evaluations conducted of park facilities and operations.	240 park units	240 park units	240 park units
Provide technical public health assistance to parks (onsite, telephone, and cc:mail)	150 requests	150 requests	150 requests
Provide public health training to NPS personnel.	500 personnel	500 personnel	500 personnel

Emergency Preparedness

The NPS maintains a minimum level of preparedness to respond to emergency situations. Funds are used to support staffing and provide the equipment, supplies, and materials necessary for emergency medical treatment, including ambulance service, search and rescue, wildland and structural fire, and responding to natural disasters. Costs for this program are primarily borne by park operating bases. Policy direction and program support are provided by Washington Office personnel. Emergency operations are not restricted to park boundaries. For example, park rangers often respond to incidents outside of park boundaries as a result of natural disasters as happened after hurricane Andrew in South Florida, flash floods on Indian lands in New Mexico, and earthquakes in Mexico and Costa Rico.

Reducing Visitor Related Emergencies. In FY 1999, the NPS embarked on an aggressive program to reduce injuries and deaths in the National Park System. Much of this occurs through visitor education and ensuring appropriate training and experience for high risk recreational activities.

Hurricane and Natural Disasters. The NPS uses the latest long-term forecasting to prepare its coastal park areas for hurricanes in the short-term after the El Nino. The emphasis and focus is on improving emergency preparedness for coastal parks through cooperative agreements with the Department of the Interior, the National Weather Service, and other appropriate organizations and offices. Most coastal parks have developed hurricane action plans that are implemented during approaching hurricanes.

Park Management/Visitor Services

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ Health and Safety \$(000)	15,405	-2,036
The FY 2000 request for Health and Safety is \$15.405 million, which represents a decrease of \$1.524 million below the FY 1999 enacted level. The FY 2000 proposed programmatic decrease of \$2.036 million to Health and Safety activities includes:		
	\$(000)	
▪ Presidio Transition	-2,850	
▪ Park Base Operations Increase	814	
Total	-2,036	
Justifications for these changes are included at the end of this subactivity's presentation.		

E. United States Park Police
FY 1999 Estimated Program and Anticipated Accomplishments

Enacted: \$50,619,000

The United States Park Police is an urban oriented law enforcement organization within the National Park Service responsible for performing a full range of law enforcement functions at NPS sites throughout the Washington, D.C., metropolitan area; Gateway National Recreation Area, New York/New Jersey including Fort Wadsworth and the Statue of Liberty/Ellis Island; and Golden Gate National Recreation Area, San Francisco, California. The U.S. Park Police have law enforcement authority in all NPS areas and certain other Federal and State lands. Park Police jurisdiction includes more than 81,000 acres of parkland including 783 reservations, over 234 miles of roadways, and several hundred miles of shoreline. Services are performed on foot, horseback, and motorcycle, and in cruisers, boats, and helicopters.

Law enforcement functions include visitor and facility protection, emergency services, criminal investigations, special security and protection duties, enforcement of drug and vice laws, and traffic and crowd control. The U.S. Park Police also contribute to the nationwide effort to eradicate drug cultivation, sale, distribution, and use. Drug enforcement resources are used to support surveillance, undercover operations, drug awareness and education, and increased patrol levels in areas with a high incidence of drug related illegal activity.

Anti-terrorism. The NPS utilizes U.S. Park Police and other Federal, State and local law enforcement authorities and organizations to assist in providing specialized security and protection for park resources and the visiting public. Annual operating costs for anti-terrorism activities include those for additional guard and dispatch staff, surveillance system maintenance, equipment repair contracts, telecommunications operators, and security costs payable to the General Services Administration. Ongoing Park Police anti-terrorism activities include: (1) preventing acts of terrorism at monuments and buildings owned and managed by the National Park Service, (2) providing protection to military housing facilities at Fort Wadsworth in New York and the Presidio in San Francisco, (3) providing law enforcement services at various national parks in Washington, D.C., including Lafayette Park across from the White House, the Ellipse, and the National Mall, (4) providing law enforcement

Park Management/Visitor Services

assistance in accordance with memorandums of understanding and interagency agreements with various Federal, State, and local agencies regarding terrorist acts and threats, (5) providing law enforcement services to dignitaries and foreign heads of State, who arrive in Washington, D.C., NPS Regional Offices, and other national park sites, and (6) providing dignitary escorts, as well as helicopter surveillance, to assist the United States Secret Service and Department of State with their protective responsibilities.

The United States Park Police utilizes personnel and other resources to control and reduce the incidence of crime in units of the National Park System patrolled by the Park Police which supports the achievement of performance goals IIa1 and IIa2: Visitor Satisfaction and Visitor Safety.

Performance Goals

Long-term Goal IIa2	By September 30, 2002, reduce visitor safety incident rate by 10% from the NPS five-year (1992-1996) average.		
Annual Goal IIa2	By September 30, 2000, reduce visitor safety incident rate by 7% from the NPS five-year (1992-1996) average.		
United States Park Police Performance Information	FY 1998 Preliminary	FY 1999 Estimate	FY 2000 Estimate
Number of motor vehicle accidents	3,222	3,000	2,800

United States Park Police Workload Factors	FY 1998 Preliminary	FY 1999 Estimate	FY 2000 Estimate
Number of persons arrested	3,255	3,400	3,600
Number of reported drug incidents	1,805	2,000	2,100
Number of search warrants executed *	39	41	45
Number of persons arrested for drug violations	2,442	2,600	2,700
Value of narcotics and other property confiscated *	\$1.3 million	\$1.4 million	\$1.5 million
Number of firearms confiscated *	68	71	75

* Prior reporting included statistics accomplished in support of Interagency Task Force agreements.

The U.S. Park Police Aviation Unit operates the only law enforcement aviation program within the District of Columbia. In FY 1999, the U.S. Park Police received \$8.5 million through the District of Columbia Appropriations to acquire, modify, and operate a helicopter and to make necessary capital improvements to the U.S. Park Police Aviation Unit to accommodate it. The Park Police will acquire the Bell 412EP helicopter modified for law enforcement, medical evacuation, and search and rescue operations. Hangar modifications include an in-ground fuel system. This additional funding will not be continued in FY 2000 due to the fact that this is a one-time requirement.

Park Management/Visitor Services

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ United States Park Police \$(000)	54,406	+2,661
The FY 2000 request for United States Park Police \$54.406 million, which represents an increase of \$3.787 million over the FY 1999 enacted level. The FY 2000 proposed programmatic increase of \$2.661 million to United States Park Police activities includes:		
	\$(000)	
▪ Park Base Operations Increase	2,661	
Total	2,661	
Justification for this increase is included at the end of this subactivity's presentation.		

***F. Concessions Management
FY 1999 Estimated Program and Anticipated Accomplishments***

Enacted: \$7,002,000

The Yellowstone Park Act of 1872 gave the Secretary of the Interior the authority to grant leases to private citizens and corporations for the purpose of operating and providing concession services on public lands. By 1916, the year the National Park Service was established, concession operations existed in many national park areas. The National Park Omnibus Management Act of 1998, Public Law 105-391, further mandates that necessary and appropriate accommodations, facilities, and services for park visitors be provided under concession authorizations with private individuals or corporations. The National Park Service is in the process of implementing provisions of the new law.

The Concession Management Program is guided by a number of principles including protecting park natural, cultural, and historic resources, offering quality visitor facilities and services at reasonable cost, and providing opportunity for profit by concessioners and thus provide appropriate benefits to the Government. Currently, there are 630 concessioner contracts and 418 permits operating in 132 parks, although the number of concessioners fluctuates because of changes in the number of concession permits.

Within the concessions program, meeting the visitor satisfaction goal requires the development of contracting authorizations based on planning documents, which include terms and conditions, operating standards, and maintenance requirements, and the use of various operational programs. The concession program is also participating in visitor surveys as well as other means to determine both visitor satisfaction levels and identifying areas of improvement.

Concession Management Reform. During the last few years, the NPS has taken a number of significant steps to improve the overall management and operation of the concession program. Further steps are expected as the NPS begins to implement the National Park Service Commissions Management Improvement Act of 1998 and recommendations from the Concessions Advisory Board to be established in FY 1999. Contracting procedures have been improved by reducing by half the number of steps necessary to produce a contract; the development of new prospectus and contracting preparation procedures, including new and expanded application criteria; preparation of a contracting manual for field personnel; and extensive training in the development of contracting documents.

Previously, the concessioner's preferential right of renewal provision allowed the concessioner to heavily influence the terms and conditions of new contracts, and resulted in little effective competition for those contracts. As a part of 1992-

Park Management/Visitor Services

1993 administrative concession reforms, the NPS now determines concession contract requirements, and all applicants (including incumbent concessioners) must agree with these requirements. This has resulted in an increase in competition, and contracts which better meet the needs of park visitor for services and facilities. Through the use of revised fee determination and park improvement account systems, the return to the Government has increased substantially, and increased revenues are devoted to park use. New accounting systems have been developed to ensure that funds retained for park use meet established use and procedural criteria.

A Concessions Advisory Group is being established in FY 1999 to review NPS concessions management, planning, and evaluation processes and results, including a review of those functions that could possibly be beneficially contracted, such as financial analysis and monitoring functions.

Concession Contracting. A backlog of expired concession authorizations developed as a result of a freeze on contracting while administrative contracting reforms were developed following enactment of the new law. Approximately 300 authorizations needed to be renewed by January 1, 1999. The Service is developing new regulations related to the new law and intends to resume issuing concession authorizations by the end of FY 1999.

Performance Evaluations of Concessioners and Quality of Facilities. The Operational Performance Program ensures that concession facilities and services are safe, sanitary, attractive, and provided at quality levels. The program provides consistency throughout the Service by instituting NPS operational standards for concession facilities and services. Field personnel are responsible for the direct execution of the operational performance program, determining a concessioner's adherence to the terms and conditions of their contract or permit, and identifying specific responsibilities in administering routine concession authorizations. Each annual concessioner evaluation may consist of anywhere from two periodic evaluations for a concessioner with a single facility to over 200 individual evaluations for an extensive operation. Every NPS concessioner is reviewed annually on at least a limited basis. Approximately 5,000 individual inspections are conducted annually. The evaluation program is undergoing change to provide field areas with a more efficient system to evaluate concessioners.

Rate Approval for Concession Services. Field personnel are required to approve concession rates charged to the public in accordance with the NPS Rate Approval Program. The program is designed to ensure that rates are comparable with those charged in the private sector as required by law. The rate approval program will be revised to meet the requirements of the new law.

Inventory of Concessioner Occupied Buildings. A computerized database has been developed which provides an inventory of the number of Government and concession buildings, building use fees, and insurance replacement costs. Current available data indicates there are approximately 3,000 Government buildings used by concessioners and over 1,000 concessioner-owned buildings.

Review of Financial Statements. Concessioners submit annual financial statements for review to determine the basic health of the company and for use in determining fees.

Return-to-the-Government. Contract proposals and fee reconsiderations continue to be reviewed more carefully to ensure that the franchise fee and other considerations accurately reflect the probable value of the authorization. The actual amount of franchise fees deposited in the Treasury in FY 1998 totaled \$14.161 million. Beginning in FY 1999, as provided for in section 407 of Public Law 105-391, all franchise fees paid to the United States pursuant to concessions contracts are deposited in a special Treasury account. Twenty percent of the funds are available, without further appropriation, to support activities through out the National Park System. Eighty percent of the funds are available, without further appropriation, to the park from which the deposit was made for visitor services and funding other priorities. The new permanent appropriation is described in the "Recreation Fee Permanent Appropriations" section of this document.

An estimated \$24.5 million will be deposited in concession improvement accounts in FY 1999 to accomplish necessary improvements to concession facilities, at NPS direction, without gaining possessory interest.

Park Management/Visitor Services

Performance Goals

Long-term Goal IVb3	By September 30, 2002, increase the average return for park concession contracts to at least 10% of gross concessioner revenue.
Annual Goal IVb3	By September 30, 2000, increase the average return for park concession contracts to at least 8.0% of gross concessioner revenue.

Concession Management Program Performance Information	FY 1998 Actual	FY 1999 Estimate	FY 2000 Estimate
Percent return on park concession contracts	6.6%	7.0%	8.0%

Training for Concessions Personnel. A comprehensive training program has been designed to give NPS personnel a degree of expertise in subjects such as accounting, retailing, food, and lodging, and other related areas of the hospitality industry.

FY 2000 BUDGET REQUEST

	2000 Budget Request	Program Changes (+/-)
▪ Concessions Management \$(000)	7,330	+120
The FY 2000 request for Concessions Management is \$7.330 million, which represents an increase of \$0.328 million over the FY 1999 enacted level. The FY 2000 proposed programmatic increase of \$0.120 million to Concessions Management activities includes:		
		\$(000)
▪ Park Base Operations		120
Total	120	
Justification for this increase is included at the end of this subactivity's presentation.		

JUSTIFICATION OF FY 2000 BUDGET REQUEST FOR VISITOR SERVICES

	2000 Budget Request	Program Changes (+/-)
Visitor Services \$(000)	319,806	+9,251

The FY 2000 request for Visitor Services is \$319.806 million and 5,160 FTE, which represents an increase of \$16.248 million and 148 FTE above the FY 1999 enacted level. The programmatic increase of \$9.251 million for the Visitor Services subactivity is justified by the proposed changes that follow:

▪ **Presidio Transition (-\$3,290,000; -17 FTE):** The NPS is proposing a decrease of \$4.239 million and 22 full-time equivalents in FY 2000 from NPS operations at the Presidio of San Francisco in response to a transfer of functions to the Presidio Trust in compliance with Public Law 104-333, the Omnibus Parks and Public Lands Management Act of 1996. The Omnibus Parks Act authorized the establishment of the Presidio Trust, a wholly owned Federal Government corporation overseen by a Board of Directors. The legislation stipulated that the Presidio of San Francisco in its entirety remain organizationally and administratively within the National Park System. However, the law specified that the Presidio Trust would have operational jurisdiction over 80 percent of the land area and most of the facilities, which has been designated Area B. The National Park Service would retain operational responsibility for the remaining 20 percent of the land area and facilities (designated Area A), plus a number of key Presidio-wide functions.

In FY 1999, following assumption by the Presidio Trust of a major portion of the operating and management responsibility and functions in Area B, the NPS appropriation for Presidio operations was accordingly reduced (by \$9.664 million) to reflect this transfer. In FY 2000, to continue the transition process, the NPS is requesting a further funding reduction of \$4.239 million. This request will reduce funding of natural resource management programs (Resource Stewardship) by \$440,000 and 11 FTE; interpretation and education and health and safety (Visitor Services) by \$3.290 million and 11 FTE; and management and administration (Park Support) by \$509,000. The reduction in Visitor Services mainly reflects the transfer of primary financial responsibility for the fire and emergency dispatch function to the Presidio Trust. The work will still be performed by the Park Service on a reimbursable basis in FY 2000.

▪ **Park Base Operations Increase (+\$8,441,000; +135 FTE):** For FY 2000, the NPS is proposing an increase of \$25.0 million for 90 park units, two national historic trails, and the United States Park Police to address specific park operational needs. The primary emphasis of the funding request concerns natural resource issues, specifically to enhance resource management programs and educate the American public about the fundamental nature and natural values of the national parks. Other priority themes include the assurance that congressionally-authorized areas or boundary expansions are sufficiently covered with basic operational funding; that facilities rehabilitated or built through investments in the construction and repair and rehabilitation program are protected; that parks in urban areas that offer unique opportunities for education are represented; that needs of the Lewis and Clark Bicentennial observation are addressed, and that visitors are provided an enjoyable and safe park experience. In addition, the Administration's priority initiative to protect coral reefs was easily overlaid on the NPS priority system that already placed the highest emphasis on natural resource stewardship.

A substantial portion of funding requests are directed toward parks experiencing severe **threats to resources**. This theme meets the objectives of the NPS Natural Resource Initiative, the number one priority of the National Park Service. Funding requests range from initiating geographic information systems to address policy questions, to monitoring threatened and endangered species, to establishing an Archeological Preservation Program to fight threats such as vandalism, erosion, and unauthorized visitation. Within the area of improved natural resource management, specific funding increases are requested this year to meet a Servicewide **coral reef initiative** targeting threatened coral

Park Management/Visitor Services

reef resources at park units in the Pacific West and Southeast regions of the National Park Service. Activities funded would include new or expanded monitoring of populations of coral reef species, evaluation of possible no-take zones within parks containing recreationally exploited coral reef resources, expanded law enforcement capabilities for coral reef protection, and mitigation actions for decreased water quality.

New funding would be directed toward “**urban parks**,” defined as those parks where the primary resource of the park is located within the environs of a generally well-populated area. The urban setting of these parks presents a special challenge to the NPS in its attempt to ensure visitor safety and resource preservation. At the same time, urban areas and populations afford the NPS opportunities to educate visitors who would otherwise have little contact with or understanding of the national parks. Park programs in urban areas are instrumental in engaging and involving visitors in the mission of the Park Service, fostering in them an appreciation of the importance of protecting the country’s natural and cultural resources. The urban parks are a rich and easily accessible educational resource for at-risk urban youth throughout the country.

Parks with **new and special responsibilities** comprise a significant portion of the increase request. Parks acquire new responsibilities in a variety of capacities. Some are relatively new to the System, others have acquired new lands, while others have new structures or facilities to maintain. Requests for increases for parks connected to the celebration of the **Bicentennial of the Lewis and Clark Expedition** reflect added needs in anticipation of the celebration including new exhibits and the needs attendant to higher visitation levels.

The NPS is also seeking increased operating funds for increasing costs associated with recurring **maintenance** of park infrastructure. Facility operations and maintenance provides for the routine daily work necessary for the basic upkeep of facilities, to ensure that facilities are in compliance with Federal, State, and local standards, and to ensure that parks remain safe, clean, and open to visitors. Maintenance-related increases range from preventive and corrective maintenance on deteriorating public-use structures, to providing utilities, to maintaining trails, boardwalks, sidewalks, roads, and parking lots.

In addition to these broad themes, the request includes funding to address the FY 2000 requirements of the **United States Park Police** including maintenance of a new Park Police helicopter and base funding for officer recruit classes for deployment in NPS areas in Washington, D.C., New York, and San Francisco.

The specific increases cut across functional categories as defined by the NPS budget structure. Of the total amount requested, \$8.441 million is estimated as the amount to be applied towards the Visitor Services budget subactivity. For a more comprehensive examination of the park increases requested in FY 2000, please refer to the *Analysis of Special Park Increases* section of this budget document, beginning on page NPS - 156.

- **Conservation Education Program (+\$500,000; +3 FTE):** The NPS is proposing an increase of \$500,000 and three full-time equivalents in FY 2000 for a Conservation Education Program. Funds will support the translation of technical resource data into a variety of popular and understandable media for delivery to the public. Issues like damage to cultural resources; importance of geology; protection of water resources, air quality, and natural quiet; promotion of fire and wilderness education; and the teaching of a conservation ethic would be part of this program. Project funding would be allocated to parks based upon the urgency of the issue, an interdisciplinary approach to resolution, and a clearly defined audience. Allocations to individual parks will not exceed \$50,000. This program will enable 20 to 25 parks to address specific resource degradation issues with the public. The heightened awareness of these critical issues will, in turn, result in measurable resource conservation and cooperation between education and science.

This program will engage the public in conservation education. Park resource management specialists, scientists, and educators will team up to address critical resource conservation issues more effectively. Through an interdisciplinary park team, issues will be determined, public messages defined, and programs developed to target specific audiences. This inter-disciplinary work and the establishment of partnerships with the community to conduct the work specifically supports the Park Service’s goal of achieving greater public understanding and knowledge of park significance.

Park Management/Visitor Services

The goals of the conservation education program are to create personal, emotional, and intellectual connections with the parks; to elevate the public level of care for the parks; and to seek public stewardship of parks. The expression of this stewardship will be recognized through greater compliance with rules and regulations; support for management decisions; an increased willingness to participate in park programs, activities, decisions, and issues; the development of long range conservation behaviors; and general support for the National Park System. All conservation education that successfully connects the interests of the visitor with the meaning and significance of a particular park supports the preservation of that resource. Support for existing parks is likely to be sustained when the public understands the full range of values that parks offer to society.

These funds support the long term-goal of a 5 percent increase in park visitors who understand and appreciate the significance of the park they are visiting by September 30, 2002. Without these resources, the NPS will be unable to focus the visitor attention on specific threats to critical resource issues.

▪ **Trails and Rails Partnership Program (+\$150,000; +1 FTE):** The NPS is proposing an increase of \$150,000 and one full-time equivalent in FY 2000 for expansion of the Trails and Rails Partnership Program, an innovative partnership among the National Park Service, Amtrak, the National Park Foundation, and other cooperating park associations. The Trails and Rails Program provides educational opportunities for rail passengers that foster an appreciation of a region's natural and cultural heritage, promotes understanding of individual NPS units and the National Park System, and provides a specific value-added service to encourage additional Amtrak ridership.

At present, the NPS and Amtrak co-manage a trails and rails program that is based in New Orleans. Through this program, train passengers are exposed to information about NPS areas near the train route. Staffed largely through volunteers, program activities include both cultural demonstrations and a intermittently delivered narrative script that highlights natural, historical, and cultural resources in the proximity of the train route. This program serves as the prototype for an expanded national program. Through this program, which began in 1994, over 100,000 train passengers have been introduced to the distinctive natural and cultural heritage and environment of the Mississippi Delta region as well as the land between New Orleans and Chicago.

The proposed increase of \$150,000 would allow expansion of the program into one of national scope as it is phased onto designated Amtrak trains throughout the country. The funding would cover the cost of a national trails and rails coordinator and limited support staff. The proposed funding would also provide partial funding for training, publications, development of portable exhibits, development of on-board curriculum-based education programs for teachers, and audio and video programs. The two main partners in this cooperative venture will also provide financial support for the expanded program. Other potential partners will be identified to provide financial assistance or in-kind services to offset the cost of the aforementioned products and activities, as well as lodging, meals, and uniforms for the volunteers. The NPS will also seek additional partnerships with organizations such as the Student Conservation Association.

There are approximately 200 National Park System sites with a total visitation of nearly 200 million people located within 100 miles of an Amtrak route or station stop. Over 22 million customers use Amtrak for vacation travel, with another 48 million availing themselves of Amtrak commuter service. Three Amtrak route segments have been identified as potential, initial expansion sites: (1) the *Capitol Limited* between Washington, D.C., and Harpers Ferry, West Virginia, (2) the *California Zephyr* between Grand Junction and Denver, Colorado, and (3) a combination of trains between Joliet and Chicago, Illinois.

This proposal would provide educational outreach opportunities for NPS units and help build community support through unique volunteer possibilities. Surveys have indicated that many of the 22 million train users do not regularly visit national parks. The benefits of the program can perhaps best be summed up in the words of an elderly female passenger traveling with her two young grandchildren on board the *Crescent* between New Orleans and Atlanta in 1997. In her written comment she stated: "*Today my grandchildren and I learned new information about our parks, our history, and the country in which we live. Thanks to your program you now have two future Amtrak riders and two future national park visitors. Hope to see you again.*"

Park Management/Visitor Services

These funds support the long-term goal of a 5 percent increase in park visitors who understand and appreciate the significance of the park they are visiting by September 30, 2002. Without these resources, the NPS will be unable to sustain and enter into a partnership with AMTRAK for the purpose of reaching new audiences previously not reached.

▪ ***Continuity of Operations Planning (+\$150,000)***: The NPS is proposing an increase of \$150,000 in FY 2000 for continuity of operations planning. Under various statutes, executive orders, and Presidential decision directives, it is the policy of the United States Government that executive branch departments and agencies have in place a comprehensive and effective program to ensure the continuity of essential functions in the event of emergencies. The National Park Service is mandated to develop Continuity of Operations Plans for its 378 parks, seven Regional Offices, and four service centers. Specific authority for this action include 36 CFR 1236, Vital Records During an Emergency; 44 CFR 101-2, Occupant Emergency Plan; Executive Order 12656, Assignment of National Security and Emergency Preparedness Responsibilities; and Executive Order 12148, Federal Emergency Management.

In FY 1998, an Incident Management Team was mobilized to create a general action plan for the Service. Plans were developed for the NPS at Main Interior, 800 North Capitol Street, Harpers Ferry Center and the Accounting Operations Center in Reston, Virginia. These plans will be used as examples for planning at the remainder of the NPS units. The NPS has identified additional continuity of operations planning requirements for the Regional Offices, parks, and service centers and an estimate of training required to do the planning.

Funding requested in FY 2000 will be used to complete continuity of operations plans for the 378 parks, seven regions, and four program centers. This will also permit both the updating of existing plans and beta testing to ensure the accuracy and efficacy of these plans and will permit the pre-positioning of incident management teams based on anticipated natural disasters pending their assignment to an incident.

▪ ***Air Tour (Overflight) Planning and Management (+\$800,000; +3 FTE)***: The NPS is requesting an increase of \$800,000 and three full-time equivalents in FY 2000 for air tour planning and management. Nearly 50 park units will be impacted by a new Federal Aviation Administration (FAA) rule/legislation that will require significant NPS involvement. Specifically, it involves development of Air Tour Management Plans (ATMP) and accompanying environmental analyses. The legislation/regulation stems from recommendations of the National Parks Overflights Working Group, an aviation/environmental advisory group sponsored by the FAA and the Park Service.

The regulation is nearing completion at the Federal Aviation Administration, and legislation based on the Working Group Recommendations passed both House and Senate in the 105th Congress. This program request is based on the assumption that the legislation will quickly pass during the next Congress. Although the legislation may require a massive and expensive workload over the next two years; this request assumes that the workload will be phased over a long time period.

By FY 2000, the Federal Aviation Administration will have a rule in effect to manage commercial air tourism over units of the National Park System either as a result of legislation or from ongoing FAA rulemaking. In either case, the effect will be a rule that will require the NPS and FAA to work together to develop air tour management plans at parks with air tourism operations. The FAA will subsequently implement these plans. Although fully accurate information is not available about air tour operations over national parks, current information suggests that the minimum workload for the NPS will be to participate in the development of 30 to 50 ATMPs. This number could grow over time, although the legislation exempts Alaska which reduces the workload. Plans would be needed for larger parks such as Glacier National Park, Great Smoky Mountains National Park, Yosemite National Park, and Yellowstone National Park as well as many smaller parks such as Arches, Badlands, Bryce Canyon, Zion, Canyonlands, Hawaii Volcanoes, Mount Rainer, Grand Teton National Parks, etc.

Since air tour management plans are a standard approach to planning based on the National Environmental Policy Act, more complex and controversial plans will require an environmental impact statement (EIS), while less complex or

Park Management/Visitor Services

controversial plans will probably only require an environmental assessments (EA). A controversial EIS may take as much as two years while most EAs should be completed within a year or less.

Air tour operators trigger the workload if they currently fly or plan to fly commercial air tours over national parks. As many as 40 air tour management plans may need to be started in FY 2000, but completion will need to be phased. Depending upon complexity and degree of controversy, the cost at the park level will range from \$100,000 to \$1,000,000 or more per plan. Baseline acoustic monitoring which underpins the plans and technical issues may cost as much as \$100,000 or more per park unit. The NPS will use FY 1999 and FY 2000 funding and FTE to provide technical support (including acoustical monitoring) for parks engaged in air tour management planning with the FAA based on a phased approach that can feasibly be implemented.

▪ ***Recreation Fee Program Management (+\$2,500,000)***: The NPS is proposing an increase of \$2.5 million in FY 2000 to establish base funding for fee management oversight within the Operation of the National Park System appropriation. In FY 1998 and FY 1999, oversight was funded from revenue derived from the Recreation Fee Demonstration Program. Additional staff has been required to support fee program authorities approved by the Congress which have resulted in a substantial increase in workload at NPS central offices. The fee management staff provides expertise to approved fee demonstration sites and programs as well as to track revenue and to ensure that this revenue is used as authorized. This staff will be located in central offices to provide the necessary oversight and monitoring of this program as well as to provide the level of accountability that is both demanded and necessary. The fee management staff provides timely processing and review of fee data and reports in order to enhance the quality and timeliness of information necessary to respond to internal and external requests and also to support budget submissions to the Department, OMB and the Congress, as well as oversight functions. By establishing base funding for the program, fee revenues will be wholly available to accomplish needed project work.